

## Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 AID-05 CEA-01 CIAE-00 COME-00 EB-08  
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R 162034Z DEC 77  
FM AMEMBASSY PARIS  
TO SECSTATE WASHDC 3224  
INFO ALL OECD CAPITALS

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USOECD

E.O. 11652: N/A  
TAGS: ELAB, OECD  
SUBJECT: OECD HIGH LEVEL CONFERENCE ON YOUTH  
UNEMPLOYMENT: PRIOR CONSULTATIONS WITH BUSINESS  
AND INDUSTRY ADVISORY COMMITTEE (BIAC) AND TRADE UNION  
ADVISORY COMMITTEE(TUAC)

1. SUMMARY: CONSULTATIONS PRIOR TO THE YOUTH UNEM-  
PLOYMENT CONFERENCE WERE HELD ON DECEMBER 14. GOVERN-  
MENT REPRESENTATIVES MET WITH TUAC IN THE MORNING AND  
BIAC IN THE AFTERNOON. BOTH MEETINGS UNDER THE CHAIR-

MANSHIP OF SECRETARY OF LABOR MARSHALL. REPRESENTATIVES  
OF BOTH GROUPS MET TOGETHER WITH GOVERNMENT REPRESENT-  
ATIVES AT LUNCH HOSTED BY SECRETARY MARSHALL. THE  
DISCUSSION WAS EXTREMELY CONSTRUCTIVE AND INFORMATIVE,  
REPRESENTATIVES OF BOTH BIAC AND TUAC ELABORATING  
POINTS EACH GROUP HAD PRESENTED IN WRITING. THERE WAS  
SOMEWHAT MORE RAPPORT IN THE MEETING BETWEEN TUAC AND  
GOVERNMENT REPS THAN WITH BIAC.

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2. BOTH BIAC AND TUAC AGREED ON THE SERIOUSNESS OF THE  
YOUTH UNEMPLOYMENT PROBLEM, ON THE IMPORTANCE OF THE  
OECD CONSULTATIVE PROCESS, ON THE IMPORTANCE OF A  
COMPREHENSIVE AND COORDINATED APPROACH RECOGNIZING THAT  
THE PROBLEM WAS CONDITIONED BY THE GENERAL BUSINESS AND  
ECONOMIC CLIMATE AND THAT BOTH GENERAL ECONOMIC POLICY

MEASURES AND SELECTIVE MEASURES WERE NEEDED. WITH SOMEWHAT DIFFERENT EMPHASIS, BOTH GROUPS BELIEVED EDUCATIONAL REFORMS TO BE NEEDED. BOTH GROUPS SAW INTERNATIONAL COOPERATION AS NECESSARY SO THAT INDIVIDUAL COUNTRIES WOULD NOT FEEL CONSTRAINED BY A WEAKENING OF THEIR INTERNATIONAL COMPETITIVE CONDITION IF THEY ACTED ALONE. AMONG THE POINTS TUAC REPRESENTATIVES STRESSED WERE GENERAL DISAPPOINTMENT THAT GOVERNMENTAL ACTIONS TAKEN SO FAR WERE NOT EXTENSIVE ENOUGH; CONCERN FOR THE DEVASTATING SOCIAL EFFECT THAT UNEMPLOYMENT HAD ON YOUTH; STRESS ON THE NEED FOR A MEANINGFUL COMBINATION OF EDUCATION, VOCATIONAL TRAINING AND WORK EXPERIENCE, WHICH SHOULD BE CONSIDERED AS A RIGHT. TUAC WISHED TO AVOID DISCRIMINATION AGAINST ONE GROUP IN FAVOR OF ANOTHER IN THE PROVISION OF JOBS. THEY WANTED GREATER GOVERNMENT CONTROL OVER PRIVATE INVESTMENT DECISIONS. THEY STRESSED THE NEED FOR JOB CREATION BOTH TEMPORARY AND PERMANENT IN THE PRIVATE AND PUBLIC SECTORS AND FELT STRONGLY THAT WAGE RATES AND PROTECTIVE LABOR STANDARDS SHOULD NOT BE LOWERED FOR YOUNG WORKERS IN ORDER TO CREATE JOBS FOR THEM.

3. BIAC REPRESENTATIVES ESPECIALLY EMPHASIZED SUCH POINTS AS: THE IMPORTANCE OF CONSULTATIONS WITH GOVERNMENTS; THE CAUSATIVE IMPORTANCE OF SUCH FACTORS AS THE INADEQUACY OF INVESTMENT INCENTIVES, HIGHER LABOR COSTS AND THE DIFFICULT STRUCTURAL ADJUSTMENTS RECENTLY RELIMITED OFFICIAL USE

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QUIRED OF INDUSTRIES IN RESPONSE TO INCREASED ENERGY COSTS. THEY MENTIONED SUCH STRUCTURAL PROBLEMS IN THE LABOR MARKET AS INCREASED PARTICIPATION BY WOMEN, THE NEED TO IMPROVE PROFIT MARGINS AND TO KEEP LABOR COSTS STABLE RELATIVE TO OTHER COSTS. THEY BELIEVED THAT JOB CREATION IN THE PUBLIC SECTOR SHOULD BE KEPT TEMPORARY. THEY WERE CONCERNED WITH RIGID LEGISLATION ON DISMISSALS. THEY WERE APPREHENSIVE THAT WORK SHARING WOULD SIMPLY RAISE COSTS TO ENTERPRISES. IN GENERAL BIAC THOUGHT THAT PRIMARY RELIANCE SHOULD BE PLACED ON MARKET-RELATED POLICY INSTRUMENTS AND THAT OTHER MEASURES COULD BE USED SELECTIVELY. SINCE THE PROBLEMS WERE DEEP-SEATED, THEY THOUGHT THAT RESULTS FROM POLICY INITIATIVES WOULD ONLY APPEAR IN THE MEDIUM TERM. LIKE TUAC THEY WERE PREPARED TO PARTICIPATE IN THE PROCESS OF FORMULATING

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POLICIES TO ADDRESS THE YOUTH PROBLEM AND TO ACCEPT  
THEIR SHARE OF RESPONSIBILITY FOR RELIEVING IT.  
END SUMMARY.

4. OVERVIEW: THE BIAC/TUAC CONSULTATIONS FOR THE OECD  
HIGH LEVEL CONFERENCE ON YOUTH UNEMPLOYMENT COVERED  
(A) GENERAL ECONOMIC POLICY AND THE NEED FOR TRIPARTITE  
CONSULTATIONS IN POLICY FORMULATION, (B) EDUCATION AND  
TRAINING, (C) WORK SHARING, (D) GENERAL WORKING  
CONDITIONS AND (E) SELECTIVE EMPLOYMENT POLICIES,  
PARTICULARLY PUBLIC SERVICE EMPLOYMENT AND CAPITAL  
LABOR SUBSIDIES. THESE TOPICS ARE DISCUSSED MORE  
FULLY BELOW. TUAC, BIAC AND MINISTERS AGREED ON THE  
NEED FOR FASTER ECONOMIC GROWTH TO MOVE THE OECD AREA AS  
A WHOLE CLOSER TO FULL EMPLOYMENT, PLACING YOUTH  
UNEMPLOYMENT IN THE CONTEXT OF A GENERAL EMPLOYMENT  
POLICY. ONLY SUCH A POLICY WOULD PREVENT SELECTIVE  
MANPOWER POLICY MEASURES FROM CAUSING JOB SUBSTITUTION  
OF ONE GROUP FOR ANOTHER, RATHER THAN NET EMPLOYMENT  
CREATION. THE PROPOSITION THAT ALL YOUNG PEOPLE SHOULD  
HAVE SOME COMBINATION OF EDUCATION, TRAINING, AND  
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EMPLOYMENT WAS GENERALLY ACCEPTED,  
WITH TUAC REGARDING THIS AS A RIGHT. IN THIS REGARD,  
THE 16 TO 18-YEAR AGE GROUP WAS CONSIDERED PARTICULARLY  
IMPORTANT SINCE THEIR EXPERIENCE SEEKING A FIRST JOB

COULD HAVE A LASTING IMPACT ON THEIR ATTITUDE TOWARD THE SOCIAL AND ECONOMIC SYSTEM. THE MORNING SESSION WITH TUAC FOUND A MORE SYMPATHETIC VIEW BY THE MINISTERS THAN DID THE AFTERNOON SESSION WITH BIAC. THE JOINT LUNCHEON HOSTED BY SECRETARY MARSHALL ELICITED CONSTRUCTIVE AND LIVELY CONVERSATION AMONG THE THREE PARTIES.

5. POLICY CONSULTATIONS: TUAC, BIAC AND THE MINISTERS AGREED THAT TRIPARTITE CONSULTATIONS WERE IMPORTANT IN THE FORMATION OF GENERAL ECONOMIC POLICY AS WELL AS EMPLOYMENT AND MANPOWER POLICIES. SECRETARY MARSHALL NOTED THAT THERE WERE CERTAIN ASPECTS OF THE LABOR MARKET WHICH COULD NOT BE ADDRESSED IN THE COLLECTIVE BARGAINING FORUM AND THAT EFFECTIVE POLICY IN THESE REGARDS (WORK, ENVIRONMENT, UNEMPLOYMENT LEVELS) REQUIRED INPUT OF THE THREE PARTNERS. BIAC FORESAW A MORE RESTRICTED ROLE FOR GOVERNMENT AND LABOR UNIONS THAN DID TUAC AND THE MINISTERS. TUAC (IN CONCLUDING ITS SESSION) STRESSED THE NEED FOR GREATER CONSULTATION BY THE OECD WITH THE TUAC AND BIAC.

6. ECONOMIC POLICY: ALL PARTIES AGREED THAT AN INTERNATIONALLY COORDINATED FULL EMPLOYMENT POLICY WAS A NECESSARY CONDITION FOR REDUCING YOUTH UNEMPLOYMENT. GIVEN STRUCTURAL PROBLEMS, HOWEVER, MACRO POLICY WAS NOT IN ITSELF SUFFICIENT. SECRETARY MARSHALL NOTED THAT NOT ONLY WAS UNEMPLOYMENT A WASTE OF RESOURCES, BUT IT LED TO AN INEFFICIENT USE OF THE LABOR FORCE AND WAS INFLATIONARY. TUAC AND BIAC BOTH HIGHLIGHTED THE LIMITED OFFICIAL USE

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NEED FOR INCREASED INVESTMENT TO CREATE EMPLOYMENT BUT TUAC EMPHASIZED THEIR BELIEF THAT ECONOMIC RECOVERY MUST BE LED BY INCREASED CONSUMPTION -- NOT INVESTMENT. TUAC RECOMMENDED THAT INVESTMENT BE HEAVILY WEIGHTED ON THE PUBLIC SIDE, THAT GREATER PUBLIC CONTROL SHOULD BE EXERCISED OVER PRIVATE INVESTMENT DECISIONS, AND THAT INCENTIVES BE FOUND TO DIRECT INVESTMENT TOWARD EMPLOYMENT-GENERATING ACTIVITIES. BIAC STRESSED THE RECENT DETERIORATION IN PROFITABILITY AND ARGUED THAT INVESTMENT INCENTIVES THROUGH TAX POLICY WERE NEEDED

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(IN ADDITION TO FASTER GROWTH) TO RESTORE THE PROPER  
CLIMATE FOR RENEWED INVESTMENT DEMAND.

7. EDUCATION AND TRAINING: INAPPROPRIATE AND IN-  
COMPLETE EDUCATION WERE RECURRENT THEMES THROUGHOUT  
THE DAY AS BOTH TUAC AND BIAC ARGUED THAT SCHOOL  
CURRICULA DID NOT ADEQUATELY INTRODUCE YOUNG PEOPLE  
TO WORKING LIFE. IN ADDITION TO EDUCATING THE WORKER  
FOR THE JOB, TUAC EMPHASIZED THE NEED TO ADAPT THE  
JOBS TO THE TRAINING AND INTERESTS OF THE WORKERS.  
BOTH TUAC AND BIAC ENDORSED CONTINUING (RECURRENT)  
EDUCATION DURING WORKING LIFE, PERHAPS THROUGH DUAL  
EDUCATION/EMPLOYMENT SYSTEMS PERMITTING THE OVERLAP  
OF SCHOOL/JOB EXPERIENCES. SECRETARY MARSHALL CAU-  
TIONED THAT A DISTINCTION BETWEEN VOCATIONAL AND  
GENERAL EDUCATION WAS A FALSE DICHOTOMY TENDING TO  
RELEGATE LOWER SOCIO-ECONOMIC GROUPS TO "INFERIOR"  
TRACKS. THE VALUE OF GENERAL EDUCATION FOR ALL PERSONS  
WAS RECOGNIZED, ALTHOUGH BIAC WAS CONCERNED BY THE  
EXPECTATIONAL EFFECT ON THOSE EDUCATED. TUAC  
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OBJECTED ESPECIALLY TO THE CONCEPT OF OVEREDUCATION,  
WHICH THEY FELT WAS PEJORATIVE TO GENERAL EDUCATION.  
TUAC REJECTED THE NOTION THAT A WORKER COULD HAVE TOO  
MUCH EDUCATION. AMONG GOVERNMENTS, IRELAND FELT THAT IN  
ITS COUNTRY AN INAPPROPRIATELY EDUCATED CLASS OF YOUNG  
PEOPLE HAD BEEN CREATED. ON SEVERAL OCCASIONS, THE NEED

WAS EXPRESSED FOR GREATER COORDINATION BETWEEN MINISTRIES OF LABOR AND EDUCATION TO INSURE THAT THE EDUCATION AND TRAINING PROGRAMS WERE CONSISTENT WITH THE EVENTUAL NEEDS OF THE LABOR MARKET.

8. WORK SHARING: TUAC STRONGLY RECOMMENDED (DESPITE SOME RESERVATIONS BY THE NORWEGIAN AFFILIATE) WORK SHARING (E.G., SHORTER WORK WEEK, LONGER HOLIDAYS, ON-THE-JOB EDUCATIONAL OPPORTUNITIES) AS AN EFFECTIVE MEANS TO STIMULATE EMPLOYMENT PROVIDED THAT THESE PROGRAMS DO NOT DISCRIMINATE AGAINST SOME GROUPS IN FAVOR OF OTHERS. BIAC, ON THE OTHER HAND, ASSUMED THAT WORK SHARING MEANT NO REDUCTION IN MONTHLY EMPLOYEE INCOME AND NOTED THAT SUCH PROGRAMS WOULD IMPOSE A FURTHER COST BURDEN ON FIRMS, WHOSE PROFITABILITY WAS ALREADY SQUEEZED. THE NORWEGIAN MINISTER PREFERRED TO CHARACTERIZE WORK SHARING AS AN INSTRUMENT OF SOCIAL POLICY WITH EMPLOYMENT SIDE EFFECTS RATHER THAN AN INSTRUMENT OF EMPLOYMENT POLICY.

9. PUBLIC SERVICE EMPLOYMENT: WITH A GREATER OR LESSER DEGREE OF COMMITMENT, BOTH TUAC AND BIAC SUPPORT THE IDEA THAT THE MAIN SOURCE OF EMPLOYMENT MUST BE THE PRIVATE SECTOR, WITH A SUBSTANTIAL ROLE FOR PUBLIC SERVICE EMPLOYMENT TO FILL THE GAP. SECRETARY MARSHALL NOTED THAT PUBLIC SERVICE EMPLOYMENT NOT ONLY HAS DIRECT JOB CREATING BENEFITS, BUT IS THE LEAST LIMITED OFFICIAL USE

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EXPENSIVE MEANS OF PROVIDING ECONOMIC STIMULUS. MARSHALL ALSO PROPOSED THAT A WELL-STRUCTURED PUBLIC SERVICE EMPLOYMENT PROGRAM COULD BE AN IMPORTANT PART OF THE SOCIALIZATION PROCESS OF YOUNG PEOPLE BY PROVIDING A WORK RECORD AND AN INITIATION INTO THE WORKING PLACE.

10. JOB SECURITY: THE QUESTION OF JOB SECURITY DREW DIAMETRICALLY OPPOSING COMMENTS FROM TUAC (WHICH SUPPORTED STRICT RULES ON JOB SECURITY AND DISMISSALS) AND BIAC (WHICH ARGUED THAT SUCH RULES STIFLE EMPLOYMENT AND HARM THOSE WITHOUT WORK WITHOUT MUCH HELPING THOSE WHO ARE WORKING). MINISTERS, PARTICULARLY THE NORWEGIAN, TOOK ISSUE WITH BIAC ON THEIR OPPOSITION TO RIGID DISMISSAL REGULATIONS. SECRETARY MARSHALL EXPRESSED THE OPINION THAT DISMISSAL WAS TOO EASY IN THE UNITED STATES, EXPLAINING THAT AS DISMISSALS BECOME MORE DIFFICULT EMPLOYERS VIEW LABOR AS A FIXED COST AND THUS IN TIMES OF DOWNTURN, TRY TO MAINTAIN OUTPUT AND EMPLOYMENT BY LOWERING PRICES. ON THE OTHER HAND, EASY DISMISSALS RESULT IN LABOR FORCE

REDUCTIONS IN THE DOWNTURN, UNUTILIZED CAPACITY AND  
NECESSARILY HIGHER PRICES IN AN ATTEMPT TO MAINTAIN  
PROFITS. THE NORWEGIAN MINISTER ALSO EMPHASIZED THAT  
LEGISLATION CONCERNING WORKING CONDITIONS HAD TO BE  
INTERNATIONALLY COORDINATED IN ORDER TO AVOID HARMING

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THE COMPETITIVE POSITION OF THOSE COUNTRIES WHICH PAY  
THE MOST ATTENTION TO ENVIRONMENTAL AND SAFETY MATTERS.

11. LABOR AND CAPITAL SUBSIDIES: NEITHER TUAC NOR BIAC  
SUPPORTED THIS POLICY INSTRUMENT, BUT CAME TO THEIR  
CONCLUSION BY DIFFERENT ROUTES. TUAC FELT THAT THERE  
WAS NO EVIDENCE DEMONSTRATING THAT YOUNG WORKERS WERE  
LESS PRODUCTIVE THAN ESTABLISHED WORKERS AND THERE WAS  
NO REASON TO SUBSIDIZE THEIR EMPLOYMENT OR TO PAY THEM  
BELOW MINIMUM WAGES. BIAC ON THE OTHER HAND CITED  
SUBSIDIES AS A DISTORTION TO RELATIVE FACTOR COSTS.  
ON THE QUESTION OF YOUTH PRODUCTIVITY, THE SECRETARIAT  
(MARRIS) WONDERED HOW THE PHENOMENON OF HIGH YOUTH  
UNEMPLOYMENT EVEN AT CYCLICAL PEAKS COULD BE EXPLAINED  
UNLESS IT WERE FROM FACTORS WHICH MADE YOUNG WORKERS  
LESS ATTRACTIVE TO EMPLOYERS. HE SAID THIS WAS A GOOD  
TOPIC FOR FURTHER STUDY. TUAC SAID EMPLOYER PREJUDICE  
TOWARD THE YOUNG WAS THE OPERATIVE FORCE HERE, BUT

DURING THE LUNCHEON TUAC CONCEDED THAT EMPLOYER COSTS  
DUE TO TURNOVER MAY BE HIGHER IN THE CASE OF YOUNG WORK-  
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ERS AND THIS FACT COULD JUSTIFY SOME TYPE OF WAGE  
SUBSIDY.

12 PARTICIPANTS FOR TUAC INCLUDED THE FOLLOWING:

ROBERT COTTAVE CHAIRMAN, TUAC WORKING GROUP ON  
EDUCATION AND EMPLOYMENT,  
SECRETARY GENERAL OF FNIC-FO,  
FRANCE.

CLAES-ERIK ODHNER CHAIRMAN, TUAC WORKING GROUP ON  
ECONOMIC POLICIES, HEAD OF  
ECONOMIC DEPARTMENT, LO, SWEDEN

HENRI BERNARD TUAC SECRETARY GENERAL

ANDERS BACKSTROM LO-SWEDEN

PAUL BARTON AFL-CIO-USA

PER BRANNSTEN LD-NORWAY

KARL CASSERINI DEPUTY SECRETARY GENERAL, INTER-  
NATIONAL FEDERATION OF METAL WORKERS

TOM SCHULLER TUAC

MME M. CHARRIAUX CGC - FRANCE

D. COLBAERT FGTB-ABVV-BELGIUM

HERBERT ENDERWITZ ICFTU

GERARD GALPIN FO - FRANCE

ALBERT GUILLOT FEN - FRANCE

E. HALEVI TUAC

HAJIME IMOUE DOMEI - JAPAN

BO JONSSON ICFTU

IGNAAS LINDEMANS CSC - BELGIUM

MAURIZIO POLVERARI CISL - ITALY

IKKO B. VOPIO TVU - FINLAND

G. SALVARINI UIL - ITALY

D. BARBER TUC - UK

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PARTICIPANTS FOR BIAC WERE THE FOLLOWING:

YOSHIYA ARIYOSHI VICE-CHAIRMAN OF BIAC  
CHAIRMAN OF THE JAPANESE BIAC  
COMMITTEE, CHAIRMAN OF THE  
BOARD, NIPPON YUSEN KAISHA  
(JAPAN)



DR. WOLF DIETER LINDNER CHAIRMAN OF THE BIAC GROUP OF  
EXPERTS ON MANPOWER AND SOCIAL  
AFFAIRS, HEAD OF INTERNATIONAL  
SOCIAL POLICY CONFEDERATION OF  
GERMAN EMPLOYERS' ASSOCIATIONS.  
GERMANY

FOLKE HALDEN CHAIRMAN OF THE BIAC GROUP OF  
EXPERTS ON EDUCATION  
DIRECTOR, HEAD OF TRAINING  
DEPARTMENT SWEDISH EMPLOYERS'  
CONFEDERATION . SWEDEN

MS YOLANDE MICHAUD SECRETARY GENERAL OF BIAC

BRUNO VEVER DEPUTY DIRECTOR FOR INTERNATIO-  
NAL SOCIAL AFFAIRS, FRENCH  
NATIONAL CONFEDERATION OF  
EMPLOYERS (PATRONAT)

MR. KAGEYAMA DIRECTOR OF INFORMATION DIVISION  
JAPANESE FEDERATION OF EMPLOY-  
ERS' ORGANIZATIONS (KEIDANREN)  
SALZMAN

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## Message Attributes

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